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LAND USE ELEMENT

Purpose & Scope

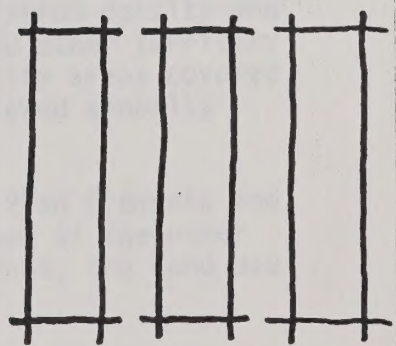
As defined in the Government Code, a local agency is any political subdivision of the State, including a city, county, city and county, district, or other political subdivision, and any agency created by the State or by a local agency. The term "local agency" includes any agency created by the State or by a local agency, and any agency created by the State or by a local agency.

The local agency has the responsibility for the planning and development of the land use element of the general plan. The local agency has the responsibility for the planning and development of the land use element of the general plan.


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[Roseville (Calif.) Planning
Commission]

[1984]

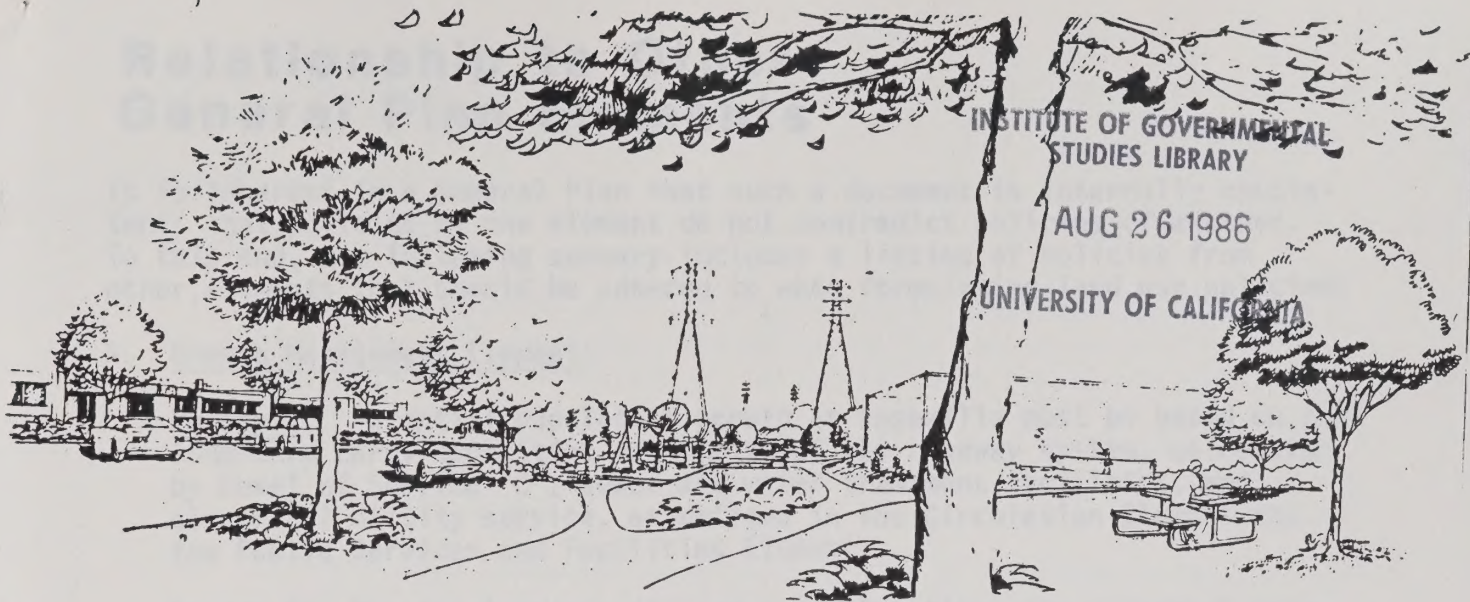


**LAND USE
ELEMENT**



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LAND USE ELEMENT

Purpose & Scope

As defined in the Government Code, a Land Use Element " . . . designates the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land. The Land Use Element shall include a statement of the standards of population density and building intensity recommended for the various districts and other territory covered by the plan. The Land Use Element shall also identify areas covered by the plan which are subject to flooding and shall be reviewed annually with respect to such areas."

The Land Use Element has the broadest scope of all General Plan Elements and, by definition, incorporates or relates to concerns and issues of the other elements. According to the California General Plan Guidelines, the Land Use Element should:

- "Promote a balanced and functional mix of land use consistent with community values;
- Guide public and private investments;
- Reflect the opportunities and constraints affecting land use identified in the other elements of the General Plan; and,
- Reduce loss of life, injuries, damage to property and economic and social dislocation resulting from flooding."

Relationship to Other General Plan Elements

It is inherent in a General Plan that such a document is internally consistent; that policies of one element do not contradict policies of another. To this end, the following summary includes a listing of policies from other elements that should be adhered to when formulating land use policies:

A. Growth Management Element:

Policy 1: Potential population growth in Roseville must be based on the long-term carry capacities and limits of the roadway system, calculated by Level of Service "C", sewer and water treatment facilities, and electrical utility service, as defined in the Circulation Element and the Public Services and Facilities Element.

Policy 2: For the purposes of land use allocation, the potential population of Roseville, based on infrastructure limits, must not exceed 92,000 people.

Policy 4: Growth must occur in a manner that makes efficient use of the land, but recognizes the need to preserve environmentally sensitive areas.

Policy 5: Growth must provide a strong diversified economic base and a balance between new employment and affordable housing opportunities.

Policy 8: To preserve the integrity of planning efforts, the City of Roseville, the City of Rocklin, and Placer County must formally adopt a policy relating to the development within the City's sphere of influence and to maintain the County's policy of non-urban development.

Policy 9: To allow flexibility in meeting the goals of the General Plan, a portion of the urban development capacity must be kept in reserve in order to utilize concepts of density bonuses, development incentives, and specific plan implementation.

Policy 10: Growth management techniques to be utilized in addition to existing methods will be:

- a. Monitoring of development activity, public service levels, facilities, capacities, revenues and public costs.
- b. Use of development zones for monitoring the capacity of growth.
- c. Prepare an annual report on the findings of growth, level of service and facilities capacities to be reviewed concurrently with the City budget.
- d. Use specific plans for new growth areas.
- e. Establish an urban limit line beyond which urban development will not be considered.
- f. Allocation of resources shall be indicated annually for each land use category.

- b. Implement a point scale evaluation system to supplement normal project review processing.

B. Housing Element:

Policy 13:

1. Identify and rezone existing single-family detached sites to a mixture of single-family attached and multi-family densities to allow for and encourage the construction of more affordable rental and sale units.
2. Identify and rezone existing multi-family sites, with densities of less than R-20 to a density of R-20+ to meet the projected demand for high-density units.
3. The City will investigate various methods of providing necessary infrastructure, such as through fees, developer land dedication, detailed site review of needed services, etc. to sites currently zoned residential, but which cannot be developed because they lack adequate public services.

Action Plans:

1. By September 1, 1983, the staff will review all sites with zoning and land use of less than R-20, with the goal of increasing densities to R-20+, based on the City's Growth Management Plan and Circulation Plan.
2. Develop a sample document which can be used as a development agreement between the developer and the City to guarantee the production of affordable housing. The development agreement will be required whenever a site with a density of R-10 or less is being changed to a higher density. The development agreement will be a part of the rezone, which stipulates the number of affordable units to be constructed, the unit price or rent ranges, which income group or groups will be able to afford the units and the length of time the units will remain affordable.

Policy No. 14:

1. Upon adoption of the Growth Management Plan and Circulation Element, the City will begin investigating the feasibility of reclassifying suitable sites to high-density residential land use.
2. While surveying potential sites for rezoning to higher densities, staff will insure a mix of housing types and costs in order that one or more selected areas do not receive the vast majority of multi-family units.

Action Plan:

1. By September 1, 1983, the City will have adopted the Growth Management Plan and Circulation Element. City staff will begin investigating the suitability of reclassifying and rezoning the land use and densities of various sites to high-density residential.

Policy No. 15:

1. The City shall adopt an ordinance to implement the State-sponsored concept of constructing second units "granny flats" on property occupied by single-family units as a means of providing affordable rental housing.
2. The City should designate specific sites for use as mobile home parks and encourage developers to use manufactured units in their housing project. If proven feasible, the City should reduce fees on manufactured housing as recommended by the Affordable Housing Task Force.

Policy No. 23:

1. Encourage land holders to open their properties up to residential construction, particularly higher density, multi-family units.
2. Allow the use of higher densities through Programs Nos. 1 and 2 listed in Table No. 5 of the Housing Element on multi-family projects to encourage the production of affordable housing.

C. Circulation Element:

Almost all policies in the Circulation Element pertain to land use in that the intensity of land use must be in harmony with roadway capacities as adopted in the Circulation Element.

D. Public Services and Facilities Element:

Standards and locational factors relating to public facilities as discussed in the Public Services and Facilities Element must all be consistent with facilities adopted on the Land Use Plan. The Land Use Element will include standards and criteria not adopted in the Public Services and Facilities Element.

E. Open Space and Conservation Element:

The Open Space and Conservation Element deals with many land uses that should be reflected on the Land Use Map. For example, all stream systems must be delineated as well as other natural resources, such as, vernal pools. All public parks and recreational facilities that are also addressed in the Open Space and Conservation Element must be indicated on the Land Use Plan.

F. Noise, Seismic Safety and General Safety Element:

The Land Use Element must follow criteria adopted in these elements that relate primarily to public health, safety and welfare.

Topical Issues

In the California General Plan Guidelines, four (4) major topical issues are suggested as a means to evaluate land use policy.

The topics are:

1. Hazards -- addressing issues that affect public health and safety;
2. Natural Resources -- on inventory of resources and their relationship to the community;
3. Aesthetic, Cultural, and Recreational Resources -- assessment of the unique qualities of the community and how they are to be utilized;
4. Community Development -- analysis of past and current trends and projections of future needs for community population, economy and land use.

The first three (3) topics listed above have already been addressed in other General Plan Elements -- Open Space and Conservation, Noise, and General Safety Elements. The only new information to be added, related to natural resources, consists of policies for the preservation of vernal pools.

The remaining topic, Community Development, therefore, becomes the major emphasis of the Land Use Element.

Development Areas

For the sake of allowing better data analysis and future monitoring of community growth, the City has been divided into four (4) areas coinciding with 1980 census tract boundaries. These areas, while not totally representing homogeneous neighborhoods, do offer the following analytical benefits:

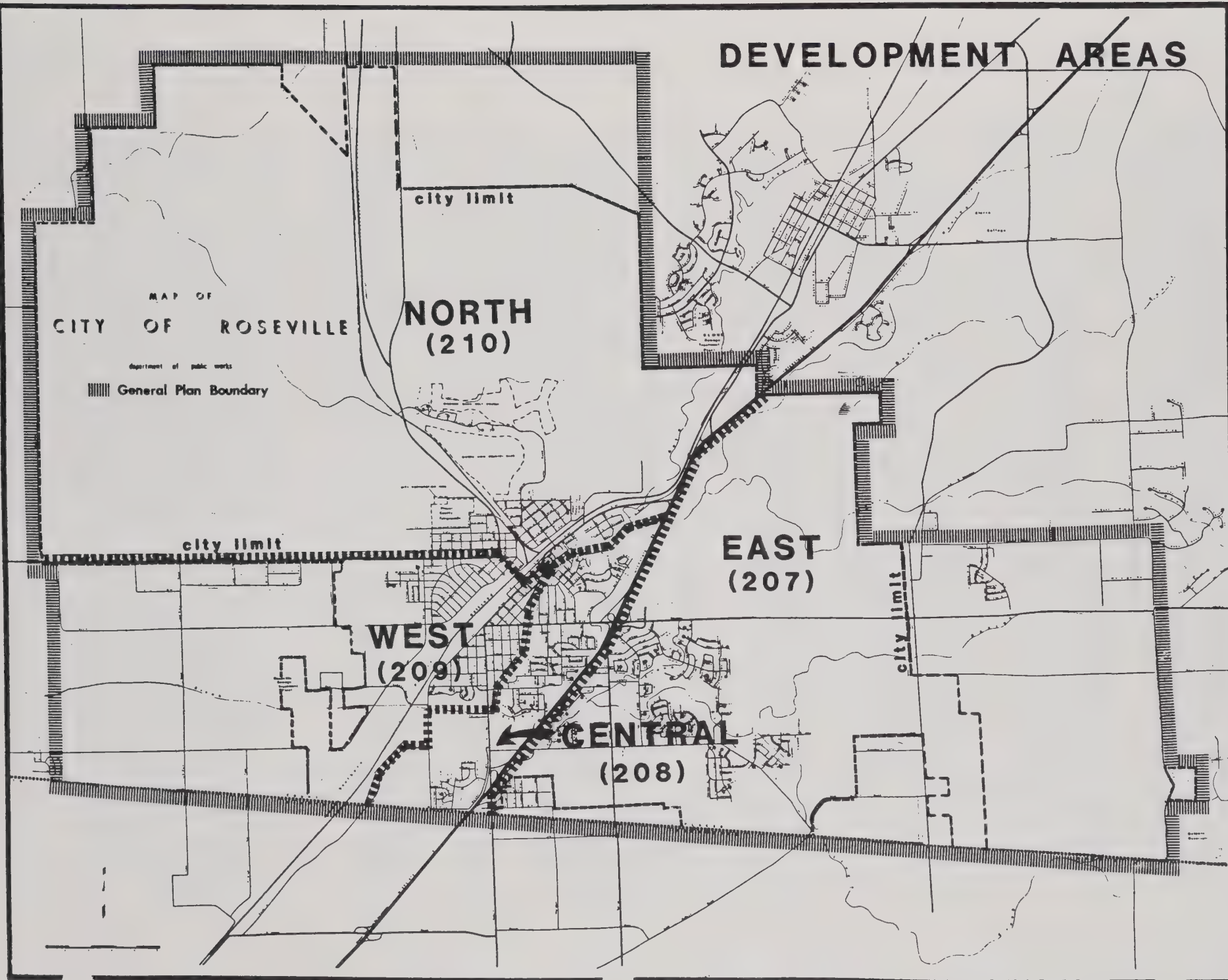
1. Past and future census data will allow for consistent evaluation of demographic information.
2. Census tract boundaries consist primarily of major barriers that create distinct separations from one neighborhood to another.
3. Interstate 80 is a logical boundary for separating the east side from the rest of the City, regardless of census tracts.
4. The larger development areas (north and east) that represent the greatest potential for future growth, can logically be split into sub-areas for evaluation purposes. The development area designations and their corresponding census tract numbers are:

East	--	207
Central	--	208
West	--	209
North	--	210

Demographic Characteristics

A. East Development Area -- Census Tract 207

This area, whose geographic boundaries include all of the City east of



Interstate 80, contains by far the greatest proportion of the City's population. With nearly 11,000 people, it represents 41% of the City's population, and the average household size (3.02 persons/household) is significantly higher than the other three development areas and the City-wide average of 2.65 persons/household.

Age distribution figures indicate this area is comprised of a younger age profile; 34% of the population is of school age (under 20 years of age); 55% is of work force age (20-60 years); and, 11% is of retirement age (over 60 years). This area also reflects a larger proportion of married households and households with male heads, than the average City-wide totals.

With most of the residential construction of the last ten years on the east side, one might think that there would be a disproportionate share of single-family homes. This is not the case, as the proportion of single-family units (76%) is identical to the City-wide total. However, the vacancy rate (completed, but unoccupied) for single-family homes far exceeds the rate in the other three areas.

Other housing-related characteristics indicate that there is a higher percentage of owner-occupied units (72%), higher median housing values, and above-average rental rates. In addition, this area contains over half of the mobile homes in the City.

B. Central Development Area -- Census Tract 208

This area, whose geographic boundaries are enclosed by Interstate 80 and Dry Creek/Cirby Creek, contains slightly over one fifth (21%) of the City's population with the average household size slightly less than the City-wide figure. The age distribution profile for this tract reflects a smaller percentage of school age persons, a similar percentage of work-force age persons, and a larger percentage of retirement age persons compared to the City-wide totals.

The combination of a relatively larger proportion of female-headed households with the large percentage of retirement age households suggests that this area has a significant number of elderly widows.

There is nothing very significant regarding the type of housing units, although vacancy rates for all units is low. Median rents for the tract are the highest in the City and the median housing value exceeds slightly the City-wide median.

C. West Development Area -- Census Tract 209

This area is bounded by Main Street, the Dry Creek/Cirby Creek tributary, the City limits on the south and west, and contains slightly over one-fifth of the City's population with a small household size. The age distribution profile closely resembles the City-wide profile with a note that the median age for this tract (28 years) is the lowest of any of the four areas. The ratio of single vs. married households approaches a 50/50 split which is higher than the other areas, although there is not a corresponding ratio of multiple units, suggesting a possible need for more multiple units. In addition, there is a high percentage of female-headed households.

There is nothing distinguishing about the housing unit types although the

vacancy rates for structures containing less than five (5) units is very low. The owner vs. rental ratio is almost 50/50 which is a substantial deviation from the other areas and the City-wide ratio. In addition, this area is the only one which contains no mobile homes and has a large percentage of single-family homes serving as rentals.

Both median monthly rents and median housing values are below the City-wide medians, with the median housing value of \$45,000+ substantially below the City-wide median of \$60,000+.

D. North Development Area -- Census Tract 210

This area, located north of Main Street and north and west of the railroad yards, contains most of the undeveloped land in the City and includes the City's major industrial area along with all the vacant land north and east of Diamond Oaks Golf Course.

Only 17% of the City's population is located within this tract and the household size is the lowest of all the tracts, substantially below the City-wide average.

The age profile reflects an approximate 25/50/25 distribution: 25% school age, 50% work force, and 25% retirement age. The school age and retirement age sectors represents a low and high, respectively, for the City.

Housing characteristics reflect the highest percentage of single-family dwellings and a large number of mobile homes in relation to the City as a whole. The high vacancy factors for structures with fewer than five units and mobile homes is similar to the east area and is probably indicative of recent residential construction that has not yet been occupied.

The median monthly rent and median housing value are less than the City-wide median. The monthly median rent is the lowest of any of the areas. Median home values should rise substantially in the coming years as this area begins to accommodate the high tech and related job growth.

Land Use Statistics

Data from a 1982 City-wide land use survey is shown on the two following tables. Also, a summary of that data is presented below:

- A. Total City area is approximately 18,350 acres or nearly 28.8 square miles.
- B. Total developed urban area consists of approximately 4,600 acres or about 25% of the total City area.
- C. Total adopted urban area consists of approximately 11,555 acres or 63% of the total City area. The remaining 37% or 6,800 areas is in an Agricultural, Study Area, or Urban Reserve classification.
- D. Developed urban land use is distributed accordingly:

Residential	-	2,565 acres	-	56.0%
Commercial	-	613 acres	-	13.3%
Industrial	-	861 acres	-	18.7%
Public	-	552 acres	-	12.0%

TABLE 1

DEMOGRAPHIC CHARACTERISTICS BY CENSUS TRACTS

POPULATION AND HOUSING

	Census Tracts				City Wide
	207	208	209	210	Totals
A. Population Characteristics (1983 Estimates based upon 1980 Census distributions)					
Total Population	10,913/41%	5,590/21%	5,590/21%	4,525/17%	26,618
1 year - 9 years	1,637/15%	671/12%	838/15%	544/12%	3,690/14%
10 years - 19 years	2,073/19%	838/15%	894/16%	634/14%	4,439/17%
20 years - 29 years	1,528/14%	838/15%	1,174/21%	814/18%	4,354/16%
30 years - 39 years	1,855/17%	782/14%	614/11%	543/12%	3,794/14%
40 years - 49 years	1,419/13%	670/12%	503/ 9%	452/10%	3,044/12%
50 years - 59 years	1,201/11%	670/12%	560/10%	498/11%	2,929/11%
60 years+	1,200/11%	1,121/20%	1,007/18%	1,040/23%	4,368/16%
Total Households	3,611/36%	2,207/22%	2,308/23%	1,906/19%	10,032
No. of Persons per Average Household (1980 Census)	3.02	2.53	2.42	2.37	2.65
Median Age (1980 Census)	30 years	34 years	28 years	33 years	32 years
Marital Status:					
Single, Separated, Widowed, Divorced	3,152/38%	1,766/39%	2,050/47%	1,558/42%	8,526/41%
Married	5,142/62%	2,762/61%	2,311/53%	2,151/58%	12,366/59%
Head of Household by Sex					
Male Head of Household	2,889/80%	1,611/73%	1,616/70%	1,410/74%	7,526/75%
Female Head of Household	722/20%	596/27%	692/30%	496/26%	2,506/25%
Ethnicity					
White	10,370/95%	5,251/94%	4,583/82%	4,207/93%	24,411/92%
Black	47/.4%	9/.2%	16/.3%	14/.3%	86/.3%
American Indian	11/.1%	28/.5%	72/1.3%	23/.5%	137/.5%
Japanese	58/.5%	28/.5%	6/.1%	9/.2%	101/.4%
Chinese	36/.3%	-0-	-0-	5/.1%	41/.2%
Filipino	36/.3%	4/.1%	16/.3%	5/.1%	61/.2%
Korean	24/.2%	-0-	-0-	-0-	24/.1%
Asian Indian	14/.1%	-0-	16/.3%	9/.2%	39/.1%
Vietnamese	14/.1%	-0-	11/.2%	5/.1%	30/.1%
Hawaiian	14/.1%	4/.1%	-0-	-0-	18/.1%
Guamarian	-0-	4/.1%	-0-	-0-	4/.1%
*Other	286/2.6%	262/4.8%	870/15%	248/5.5%	1,666/6.3%
TOTAL	10,913/100%	5,590/100%	5,590/100%	4,525/100%	26,618/100%

*There was no specific designation for Hispanics in the 1980 Census.

TABLE I (continued)

DEMOGRAPHIC CHARACTERISTICS BY CENSUS TRACTS

POPULATION AND HOUSING

	Census Tracts				City Wide
	207	208	209	210	Totals
B. Housing Characteristics					
Total Housing Units by Type (1983 Estimates based upon 1980 Census distributions)					
Single Family	2,825/76%	1,569/70%	1,804/77%	1,648/82%	7,847/76%
2-4 Units	378/10%	509/23%	393/17%	174/ 9%	1,454/14%
5+ Units	408/11%	133/ 6%	141/ 6%	102/ 5%	784/ 8%
Mobile Homes	114/ 3%	16/ 1%	-0-	93/ 4%	223/ 2%
TOTAL	3,725/100%	2,227/100%	2,338/100%	2,017/100%	10,308/100%
Vacancy Rate by Unit Type (1980 Census Figures)					
Single Family	10%	3%	3%	6%	6%
2-4 Units	8%	3%	1%	12%	5°
5+ Units	5%	5%	6%	0%	5%
Mobile Homes	4%	0%	0%	38%	18%
Owner Occupant and Rental Units by Type:					
Single Family					
Owner Occupant	2,543/90%	1,381/88%	1,227/68%	1,203/73%	6,357/81%
Renter	282/10%	188/12%	577/32%	445/27%	1,490/19%
2-4 Units					
Owner Occupant	30/ 8%	188/37%	39/10%	0/ 0%	262/18%
Renter	348/92%	321/63%	354/90%	174/100%	1,192/82%
5+ Units					
Owner Occupant	4/ 1%	8/ 6%	0/ 0%	20/20%	31/ 4%
Renter	405/99%	125/94%	141/100%	82/80%	753/96%
Mobile Homes					
Owner Occupant	114/100%	12/75%	0	93/100%	219/98%
Renter	0/ 0%	4/25%	0	0/ 0%	4/ 2%
Median Monthly Rent (1980 Census)	\$204.00	\$237.00	\$174.00	\$170.00	\$186.00
Median Housing Value (1980 Census)	\$67,019.00	\$62,219.00	\$45,719.00	\$53,659.00	\$60,079.00

Prepared by the Roseville Planning Department

It should be noted that much of the developed industrial land includes the Southern Pacific Railroad holdings which total 465 acres.

The public land use category includes all public land and buildings, school sites and churches.

E. Total Adopted urban land use is allocated accordingly:

Residential	-	5,970 acres	-	51.7%
Commercial	-	909 acres	-	7.8%
Industrial	-	4,124 acres	-	35.7%
Public	-	552 acres	-	4.8%

Since most public land use is created when land develops, the above allocations should be adjusted by projecting the same ratio of public land use to total urban land use as currently exists. If this is done, then the following distribution occurs:

Residential	-	5,240 acres	-	45.3%
Commercial	-	909 acres	-	7.8%
Industrial	-	4,124 acres	-	35.7%
Public	-	1,250 acres	-	10.8%

F. Total adopted residential land use yields approximately 22,600 units on 5,070 acres for a City-wide density factor of 4.45 dwelling units per acres.

G. Total population, based on adopted new land use and using the City-wide average household size of 2.65, is approximately 60,000.

Specific Findings & Policies

Community Development - General Relationships

A. General Land Use Allocations:

Ideally, the ratio of major land uses should be based on the best possible physical environment for urban living, the most economic use of land and the proper land use balance from a cost-revenue point-of-view. However, there is not a pre-established formula that will produce the "ideal" land use ratio. A recent national survey of small cities (under 50,000 population) revealed the following average land use allocations:

Residential	48%
Commercial	7%
Industrial	8%
Public (streets, parks, institutions)	36%

Examining the individual cities surveyed, the high and low percentage for some cities was quite varied, but generally, most cities had less than 50% residential land use, and less than 10% for commercial land use and less than 10% for industrial land use. However, there is no particular correlation between the various cities surveyed (by size, location, service area, etc.) and the City of Roseville.

Below is an analysis of each of the major land use categories and a probable City-wide land use ratio that could be applied.

TABLE 2

DEVELOPED / UNDEVELOPED LAND USE BY CENSUS TRACT

	Developed										Undeveloped										Total Urban Land Use		Total City-Wide Land Use	
	207		208		209		210		Subtotal		207		208		209		210		Subtotal		Acres	%	Acres	%
	Acres	%	Acres	%	Acres	%	Acres	%	Acres	%	Acres	%	Acres	%	Acres	%	Acres	%						
Residential ¹	1,263	70.6	481	68.6	364	32.9	457	46.0	2,565	56.0	898	80.2	117	60.3	135	52.7	2,255	41.8	3,405	48.9	5,970	51.7	5,970	32.5
Commercial	231	12.9	109	15.6	174	15.7	99	10.0	613	13.3	149	13.3	56	28.9	10	3.9	81	1.5	296	4.3	909	7.8	909	5.0
Industrial	38	2.1	40	5.7	557	50.3	226	22.7	861	18.7	73	6.5	21	10.8	111	43.4	3,058	56.7	3,263	46.8	4,124	35.7	4,124	22.5
Public (Schools)*	256	14.4	71	10.1	13	1.1	212	21.3	552	12.0	0 (105)	0	0	0	0	(105)	0	0	0	0	552	4.8	552	3.0
Subtotal	1,788	100	701	100	1,108	100	994	100	4,591	100	1,120	100	194	100	256	100	5,394	100	6,964	100	11,555	100	11,555	63.0
Agriculture	0		0		0		0		0		1,358	69.0	0		0		3,453	71.6	4,811	70.8	0		4,811	26.2
Study Area	0		0		0		0		0		456	23.2	0		0		11	.2	467	6.9	0		467	2.5
Urban Reserve	0		0		0		0		0		155	7.8	0		0		1,361	28.2	1,516	22.3	0		1,516	8.3
Subtotal	0		0		0		0		0		1,969	100	0		0		4,825	100	6,794	100	0		6,794	37.0
Grand Total	1,788		701		1,108		994		4,591		3,089		194		256		10,219		13,758		11,555 or 28.69 square miles		18,349	100%

¹ includes 170 acres of floodway

Source: Roseville Planning Department, 1983

*Estimated acreage by Roseville School Districts

1. Residential -- Existing adopted residential land use consists of a total of approximately 6,000 acres for 22,600 units yielding a City-wide density of 3.8 dwelling units per acre. Based on established population limits, an additional 12,000 dwelling units can be allocated City-wide, and to be consistent with Housing Element policies, many of these additional units need to be within the 10 to 20 dwelling unit per acre density range.

Considering that some existing residential properties may have densities increased, no more than 2,000 acres are needed to implement a variety of residential land use densities City-wide.

2. Commercial -- Study of population threshold values for selected commercial activities is only somewhat helpful in trying to determine land use needs for a full spectrum of commercial goods and services. For example, the criteria used by major market chains for locating their stores is so varied, and not in harmony with how existing development has occurred, that use of such criteria is almost meaningless.

One method of determining the amount of commercial land use needed is to project the ratio of existing population to existing commercial into the future based on an ultimate population. Such a calculation would yield a total of 2,000 commercial areas City-wide, which would represent a maximum amount that incorporates an overage of acreage for basic commercial goods and services and allows for business office land uses.

3. Industrial -- In examining potential need of industrial land use, there have been several recent studies in the South Placer County and Sacramento areas relating to total employment, in general, and high technology development, in particular. One of the most thorough studies prepared was by McDonald & Associates. This work included summaries of other employment studies, allowing a good opportunity to examine strengths and weaknesses of each. The McDonald study analyzed the entire Sacramento Standard Metropolitan Statistical area (Sacramento, Yolo and Placer Counties) and made two (2) forecasts -- one based on current trends and expectations and one based on substantial high technology growth. As can be seen by the attached table, the forecasts vary a great deal with the primary difference being 51,500 more high technology jobs in the enhanced high technology forecast. McDonald's study also recognizes Roseville as one of the most desirable areas for high technology growth to occur, so it can be assumed that Roseville will receive a significant share of the jobs that are projected. The difficulty is that the range is so great between the two projections that it becomes guess work in trying to figure how many jobs the region might attract and how many of the regional jobs Roseville might absorb. Based on areas suitable for high tech development (as identified by McDonald) in the Sacramento region, the number of light industrial acres in Roseville constitutes approximately 20% of the total. If this percentage were used as a capture rate for projected high tech jobs, then Roseville could expect from 6,100 (trend forecast) to 16,400 (enhanced high-technology forecast) jobs for just high tech industries. Similarly, using projected percentage increases for all job sectors in the region and applying the same percentage increases to Roseville, other total industrial

TABLE 3
DEVELOPED RESIDENTIAL LAND USE

	207				208				209				210				No. of Vacant			
	Acres	No. of Vacant Units	Lots	Density	Acres	No. of Vacant Units	Lots	Density	Acres	No. of Vacant Units	Lots	Density	Acres	No. of Vacant Units	Lots	Density	Acres	No. of Vacant Units	Lots	Density
Residential																				
0-5 du/ac	1,111	3,280	1,054	3.9	391	1,449	140	4.1	189	1,917	232	11.4	356	1,274	176	4.1	2,047	7,920	1,602	4.7
6-9 du/ac	59	228	62	4.9	29	113	0	3.9	156	681	0	4.4	90	268	0	3.0	334	1,290	62	4.0
10+ du/ac	93	282	0	3.0	61	684	0	11.2	19	178	0	9.4	11	125	0	11.4	184	1,269	0	6.9
Subtotal	1,263	3,790	1,116	3.9	481	2,246	140	5.0	364	2,776	232	8.3	457	1,667	176	4.0	2,565	10,479	1,664	4.7
UNDEVELOPED RESIDENTIAL ¹																				
	207				208				209				210				Total			
	Acres	Potential Units	Density		Acres	Potential Units	Density		Acres	Potential Units	Density		Acres	Potential Units	Density		Acres	Potential Units	Density	
0-5 du/ac	760	993	1.3		11	50	4.5		11	51	4.6		1,908	6,288	3.3		2,690	7,382	2.7	
6-9 du/ac	3	26	8.7		0	0	0		77	492	6.4		136	882	6.5		216	1,400	6.5	
10+ du/ac	73	714	9.8		59	592	10.0		7	70	10.0		190	1,969	10.4		329	3,345	10.2	
Subtotal	836	1,733	2.1		70	642	9.2		95	613	6.5		2,234	9,139	4.1		3,235	12,127	3.7	
Grand Total	2,099	5,523	3.2		551	2,888	5.5		459	3,389	7.9		2,691	10,806	4.1		5,800	22,606	4.2	

¹excludes 170 acres of floodway

Source: Roseville Planning Department

TABLE 4

COMPARISON OF EMPLOYMENT FORECASTS
SACRAMENTO REGION, 1980-2000

Industrial Sector	1980		Trend Forecast 2000		Enhanced High-Technology Forecast	
	Employees (In 1000)	% Mix	Employees (In 1000)	% Mix	Employees (In 1000)	% Mix
Agriculture, Forestry, & Fisheries	9.1	2.2	11.1	1.5	11.4	1.4
Mining	0.5	0.1	0.5	0.1	0.5	0.1
Construction	19.3	4.7	39.3	5.3	44.8	5.4
Manufacturing						
Non-Durable	13.0	3.2	16.4	2.2	16.8	2.0
Durable	12.5	3.1	22.7	3.1	25.3	3.0
High-Technology	1.7	0.4	30.5	4.1	82.0	9.8
Transportation & Utilities	21.7	5.3	42.4	5.7	44.6	5.4
Wholesale Trade	17.4	4.3	33.2	4.5	36.1	4.3
Retail Trade	76.5	18.7	158.5	21.3	165.3	19.8
Finance, Insurance, & Real Estate	22.3	5.5	72.3	9.7	75.8	9.1
Services	73.4	18.0	147.2	19.8	162.0	19.4
Government	141.1	34.5	168.6	22.7	169.6	20.3
TOTAL	408.5	100.0%	742.7	100.0%	834.2	100.0%

Source: California Employment Development Department (R-10) and McDonald & Associates

TABLE 5
CITY OF ROSEVILLE

EMPLOYMENT GROWTH PROJECTIONS

	Actual Employment 1980		Employment Trend--2000			Enhanced High-Tech Employment--2000		
	No.	%	% ¹ Increase	No. Increase	Total Employed	% Increase	No. Increase	Total Employed
Agriculture, Forestry, Fisheries & Mining	121	1.2	21.9	26	147	25.3	30	151
Construction	570	5.7	103.6	591	1,161	132.0	752	1,322
Manufacturing								
Non-Durable	360	3.6	26.2	94	454	21.2	105	465
Durable	405	4.0	81.6	330	735	102.4	415	820
High Tech	0	0	--	6,100 ²	6,100	--	16,400 ²	16,400
Transportation & Utilities	1,495	14.9	95.4	1,426	2,921	105.5	1,577	3,072
Wholesale Trade	458	4.6	90.8	416	874	107.5	492	950
Retail Trade	1,925	19.3	107.2	2,063	3,988	116.1	2,235	4,160
Finance, Insurance & Real Estate	727	7.3	224.2	1,630	2,357	239.9	1,744	2,471
Services	2,593	26.0	100.5	2,606	5,199	120.7	2,663	5,256
Government	1,337	13.4	19.5	261	1,598	20.2	270	1,607
Total	9,991	100 %	155.6	15,543	25,534	267.1	26,683	36,674

¹Projected SMSA increase by McDonald

²20% of projected high tech increase by McDonald

TABLE 6
1980 EMPLOYMENT

	Roseville City		Placer County		Sacramento SMSA	
	No.	%	No.	%	No.	%
Agriculture, Forestry, Fisheries & Mining	121	1.2	600	1.6	9,600	2.3
Construction	570	5.7	2,600	7.0	19,300	4.7
Manufacturing						
Non-Durable	360	3.6	700	1.9	13,000	3.2
Durable	405	4.0	1,900	5.1	14,200*	3.5
Transportation & Utilities	1,495	14.9	4,200	11.4	21,700	5.3
Wholesale Trade	458	4.6	1,000	2.7	17,400	4.3
Retail Trade	1,925	19.3	7,800	21.1	76,500	18.7
Finance, Insurance & Real Estate	727	7.3	1,800	4.9	22,300	5.5
Services	2,593	26.0	7,700	20.8	73,400	18.0
Government	1,337	13.4	8,700	23.5	141,100	34.5
Total	9,991	100 %	37,000	100 %	408,500	100 %

*includes 1,700 employed in high tech

Source: State of California --
Employment Development Department
Placer County, 1982-83

employment by the year 2000 for the trend and enhanced high-tech projections are 735 and 820, respectively.

By applying the intensity standard of 40 employees per acre for high technology land use and 10 employees per acre for other industrial uses, it is apparent that, even with the enhanced high-tech forecast, less than 1,000 acres of industrial land use is needed to accommodate all anticipated industrial jobs.

Policy 1: To provide sufficient affordable housing in conjunction with anticipated employment, the allocation of an additional 12,000 dwelling units, City-wide, shall be at an average density of not less than 6 dwelling units per acre or not to exceed a maximum of an additional 2000 acres of residential land use.

Policy 2: In order to provide the basic commercial goods and services for an ultimate population of 92,000, a maximum of 2000 acres shall be allocated for commercial land use.

Policy 2-a: Establish a separate land use category for business and professional office land use, and establish a profile of the type and intensity of uses to be permitted.

Policy 3: In order to maintain an equilibrium between jobs and housing, the total amount of industrial land use and potential total employment shall be reduced or maintained by either:

- a. placing acreage in a long-term industrial reserve, not to be considered for development for ten years; and/or,
- b. replacing industrial land use with residential land use; and/or,
- c. reducing the overall intensity levels for industrial land use; and/or,
- d. not rezoning additional properties for industrial land use.

B. Land Use Allocation and Public Improvements:

Finding: The allocation of urban land use on property that is either planned or zoned for non-urban uses or the increase of land use intensity or density for existing urban land use increases the land value of the affected property. The potential increase in value depends on factors such as market demand, county assessment formulas, and zoning status.

For properties where land use is allocated, the type and number of public facilities that are partially or wholly needed to serve the future development of the land use that is allocated should be determined. Once determined, a mechanism should be established to determine what proportionate share of those public facilities costs are attributed to each property owner having undeveloped land use or receiving additional urban land use.

Unless public facility needs are known and costs calculated and responsible parties for funding determined, prior to adoption of land use, then public facility implementation may not occur in a timely and equitable manner.

Policy 4: The allocation of land use shall not occur unless public facility needs have been thoroughly calculated and the mechanism for

implementation of such facilities has been determined. However, the City may grant land use to a property owner or owners if it is determined to be in the public interest and if such land use commitment is contingent upon the property owners guaranteeing to provide a fair and equitable share of public facilities costs that is yet to be determined.

Policy 5: The method of guaranteeing land use in return for some public improvement shall be done by either formal development agreement at the time land use is adopted, as part of the adoption of a specific plan, or as conditional action on adopting land use that requires a formal development agreement prior to adoption of zoning.

C. Constraints to Development:

1. Geology:

Finding: The Mehrten volcanics and conglomerate formations that cover extensive areas north of the Diamond Oaks Golf Course and north of Douglas Boulevard (east of I-80) are a major constraint to development because the hardness of the material allows excavation only by blasting or ripping by heavy equipment. The only successful developments that have occurred in recent years have been non-residential where high construction costs can be offset by high-valued commercial or industrial projects.

In addition, because of the thin mantle of soil covering the Mehrten formations, conventional low- and moderate-density residential developments cannot achieve the desired landscaping results that are normally expected in most residential neighborhoods.

Current use of lands, where the Mehrten formations exist, is exclusively for grazing.

Policy 6: Urban land use on the Mehrten formations shall be limited to non-residential activities or high-density residential where normal landscaping amenities can be provided.

2. Vernal Pools:

Finding: Vernal pools are small, seasonal pools of water which form in generally level terrain where rainfall percolation is restricted. These pools support a variety of unique and complex flora that are sensitive to a wide range of environmental influences with highly-specialized habitats and are restricted to only limited areas.

In the Roseville planning area, there exists a number of vernal pools. In a study done in 1982, specifically for vernal pools, it was recognized that there are potentially 54 vernal pool sites within the City limits. Of these sites identified, 6 warrant special planning consideration, including some degree of official recognition and protection. There are 16 other sites identified that are in need of varying degrees of conservation and monitoring programs. Of the total number of sites found, several were not studied in detail because access to the private property they were located on was denied.

The pools found in Roseville are not significantly richer, more

abundant, or more unusual, than those of the surrounding Sacramento Valley regions. None of the sites found in Roseville are considered to be of State-wide significance or containing endangered plant and animal species.

Current development has eliminated many vernal pool sites. Other vernal pools are in the path of urban development. It would be difficult to preserve vernal pools located next to or in the path of development because of alterations to the drainage patterns and close proximity to human activity. It is most feasible to preserve vernal pools when they are located in large open space areas, parks and utility easements or in agricultural preserve areas.

Policy 7: The City should include as part of the Land Use Plan, designated vernal pool sites, or portions of sites that coincide with designated sites (Nos. 28, 31, 34, 35, 38 and 40, as shown on the exhibit map, Vernal Pool Resources, Inventory and Evaluation, City of Roseville, prepared by Western Ecological Services Company, August 31, 1982, on file in the Roseville Planning Department).

Policy 8: Unsurveyed vernal pool sites shall be analyzed as part of any land use, zoning or development plan application. These sites are designated as Nos. 1, 2, 7, 17, 19, 20, 22 and 24, as shown on the exhibit map, Vernal Pool Resources, Inventory and Evaluation, City of Roseville, prepared by Western Ecological Services Company, August 31, 1982, on file in the Roseville Planning Department.

D. Land Use Allocation by Development Area:

The greatest potential for future development lies in the east and north development areas. To the contrary, central and west development areas combined, are approximately 80% built-out and all adopted land use is urban. Consequently, any additional land use allocated to these areas would be primarily increases in residential densities, which would require few of the 12,000 dwelling units that can be allocated.

Pertinent findings for the east and north areas are summarized below data is from 1982:

East:

1. Most existing housing is low-density single-family (87%).
2. Most undeveloped residential land and vacant lots are low density and predominately for single-family (72%).
3. Existing and adopted multiple housing over 10 dwelling units per acre does not exceed 15% of total housing.
4. At least 100 acres of high-intensity urban land use must be allocated adjacent to the northerly extension of Rocky Ridge Drive in order to make the Harding/Rocky Ridge Assessment District successful.
5. Approximately 65 acres of light industrial land use can be developed in Placer Center with a potential yield of approximately 2,500 employees.
6. Additional high intensity land use will be necessary north of Douglas in order to implement necessary major road systems.

7. Approximately 105 acres for elementary and secondary school facilities.

North:

1. Most existing housing is low-density residential (76%).
2. Most undeveloped residential land use and vacant lots are low-density and predominately single-family (68%)
3. Greatest amount of undeveloped multiple residential over 10 dwelling units per acre (59%). The east area only has 21% of this category.
4. Greatest employment potential for industry with 74% of all undeveloped industrial land use located here.
5. Greatest amount of high technology development potential -- approximately 14,000 high tech jobs (not including the potential 2,500 high tech jobs in the east area) have been projected.
6. Approximately 50% of all high tech jobs in this area will require housing produced in density ranges exceeding 6 dwelling units per acre (7,000 dwelling units).
7. Approximately 30% of all high tech jobs in this area will require housing produced in density ranges exceeding 10 dwelling units per acre (4,000 dwelling units).
8. At least 5,000 additional dwelling units, yielding densities exceeding 6 dwelling units per acre, need to be allocated to the north area to provide the appropriate job/affordable housing relationship.
9. Total amount of commercial land use must be increased for this area to accommodate the needs of adopted and projected residential development.
10. Approximately 105 acres for elementary and secondary school facilities.

Policy 9: Preliminary allocation of additional residential units, according to development area, shall be as follows:

North Area	5,000 units
West Area	500 units
Central Area	500 units
East Area	5,000 units

1,000 units will be held in reserve for future density bonuses allocation.

Adjustments to this allocation scheme may occur when the Land Use Plan is considered and after review of the General Plan Environmental Impact Report.

Policy 10: Preliminary allocation of additional residential units by density average, according to development area, shall be as follows:

North Area:

Average of 10 dwelling units per acre -- minimum 3,000 units
Average of 15 dwelling units per acre -- minimum 2,000 units

West Area and Central Area:

Average of 6 dwelling units per acre -- maximum 1,000 units

East Area:

Average of 3 dwelling units per acre -- maximum 1,000 units

Average of 10 dwelling units per acre -- minimum 2,000 units

Average of 15 dwelling units per acre -- minimum 2,000 units

1,000 units will be held in reserve for future density bonuses allocation.

Community Development by Land Use Category

A. Residential Land Use

1. Maximum Number of Units

Finding: Based on Growth Management and Circulation Element policies, the maximum allowable population shall not exceed 92,000. By utilizing the existing City-wide average household size of 2.65, the total allowable dwelling units would be approximately 34,700. The existing maximum population allowed by the current adopted Land Use Plan (1977) is approximately 60,000, with total adopted residential land use allowing approximately 22,600 dwelling units. Consequently, an additional 12,000 dwelling units can be allocated to the Land Use Plan without exceeding the maximum population level of 92,000.

Policy 11: For the purposes of allocating residential land use, total allowable dwelling units shall not exceed 34,700, or 12,000 above the current adopted Land Use Plan (1977).

2. Reallocation of Units

Finding: In many areas of the City, residential development has occurred below the adopted density level, and the number of units not utilized may represent a considerable reserve that could be allocated to new development if traffic circulation is not adversely impacted by the reallocation of units. Previous traffic engineering reports have indicated that residential units can be shifted within traffic zones or between adjacent traffic zones without altering circulation impacts.

Policy 12: Calculate the number of residential units in projects that developed below adopted density levels, and make the excess units available to new development if traffic circulation is not adversely affected.

3. Location Criteria

Policy 13: Residential land use with the average of 3 dwelling units per acre shall be located in accordance with the following general criteria:

- a. not adjacent to heavy industrial uses;
- b. not adjacent to intensive commercial development unless appropriately buffered;
- c. not adjacent to freeways or railroads;
- d. not adjacent to arterial roadways unless appropriate noise attenuation can be implemented.

Policy 14: Residential land use with the average of 10 dwelling units per acre shall be located in accordance with the following general criteria:

- a. adjacent to or as part of a low-density-mixed development if in a predominately undeveloped area;
- b. not in a predominately established single-family residential area unless as an in-fill project adjacent to a major arterial roadway;
- c. adjacent to higher-density developments, serving as a transition from lower-density projects;
- d. not adjacent to arterial roadways unless appropriate noise attenuation can be implemented;
- e. adjacent to non-residential uses serving as a buffer for single-family development providing sufficient buffers are provided adjacent to the non-residential uses.

Policy 15: Residential land use with the average of 15 dwelling units per acre shall be located in accordance with the following general criteria:

- a. only along arterial roadways providing appropriate sound attenuation can be implemented;
- b. adjacent to commercial areas, where possible;
- c. adjacent to residential density range of 6-9 dwelling units per acre or as a part of a mixed development or specific plan that is preplanned;
- d. not adjacent to single-family residential unless appropriate design controls are associated with the zoning;
- e. adjacent to freeways only if appropriate noise attenuation and site design can be implemented.

B. Commercial Land Use

1. Allowable Uses

Policy 16: Commercial land uses shall consist primarily of those activities that involve retail trade and services, and secondarily business profession office uses.

2. Location Criteria

Policy 17: Commercial land uses shall be located in accordance with the

following general criteria:

- a. adjacent to arterial roadways, and, if possible, adjacent to intersections of arterial roadways or at the intersection of an arterial roadway or at the intersection of an arterial roadway and collector street;
- b. commercial land uses located in predominately residential areas or in close proximity to residential areas shall consist primarily of retail activities;
- c. commercial land use sites located in predominately residential areas shall be a minimum of 10 acres in size and shall, when possible, include a retail food market;
- d. intensive commercial uses, serving other than local residential neighborhoods, shall be located on sites of over 10 acres where surrounding land use is predominately non-residential (except for high-density residential);
- e. continuous commercial development along arterial roadways (where development does not currently exist) shall be prohibited unless such development is part of a specific development plan that coordinates use and design with adjacent properties; minimizes access to arterial roadways; and, maintains aesthetic standards of the Scenic Highway Element.

3. Potential Redevelopment Areas

Finding: The Old Town Historic District and the Oak Street/Vernon Street Study are two commercial areas "in transition". Both were once viable retail centers, but because of changing circulation patterns and satellite shopping centers, both areas have decayed. In addition, the Oak Street area is still predominately a single-family residential area with some commercial and retail development, while the downtown area along Vernon Street has experienced the exodus of many retail shops.

The Old Town Area has become revived by being a historic district, but both areas need to be given proper direction determining the most viable development that can occur. An available process for accomplishing this is by establishing the two areas within a redevelopment district to seek funds for making necessary improvements.

Policy 18: Designate the Old Town Historic District and the Oak Street/Vernon Street area as possible redevelopment areas and proceed with the necessary studies to make such a determination.

C. Industrial Land Use

1. Industrial Intensity Levels

Finding: Of the approximately 3,200 acres of undeveloped industrial land use, about 2,500 acres are designated as Light Industrial and 700 acres as General Industrial. The intent of the Light Industrial category is to allow intensive industries with relatively high numbers

of employees per acre. A General Industrial category is to provide for capital-intensive development with a relatively low employee-per-acre ratio. A commonly-used ratio for the former is 40 employees per acre, and for the latter 10 employees per acre. However, existing high tech development varies widely. For example, Shugart & Associates has an employee intensity of over 60 employees/acre, while Hewlett Packard averages about 40 employees/acre, and the Electronic Arrays facility averages about 20 employees per acre.

Based on the number of light industrial acres proposed for an Industrial Reserve category (580) and the number of light industrial acres proposed for alternative uses (300 acres), imposing an employee intensity restriction on the remaining acreage may prove detrimental to the viable growth of the high tech sector. However, as development occurs, careful monitoring should occur so that calculated limits will not be exceeded.

To the contrary, use of a maximum employee-per-acre limit would be beneficial for the General Industrial land use category so that the larger capital-intensive uses would have land available that might otherwise be developed by more intensive uses. An average employee density of 10 per acre is consistent with existing General Industrial uses in the area.

Policy 19: An employee density of 20 per acre shall not be exceeded for any individual development projects, and an average employee density of 10 per acre shall be maintained for all projects combined in the General Industrial land use. A maximum average employee density for Light Industrial land use shall only be imposed if cumulative development indicates that future utility, roadway, housing or public service capacities will be exceeded.

2. Allowable Uses

Finding: Currently, the adopted Light Industrial development guidelines, applicable to all Light Industrial Planned Development zones in the north area, allows a wide range of activities not directly related to typical light industrial uses. In order to preserve the integrity of the Light Industrial Land Use District, and to maintain a sufficient inventory of land for light industrial uses, the development guidelines should be modified to eliminate retail activities and business, administrative and professional office uses. These uses should exist in their own separate land use designation.

Policy 20: The Light Industrial Development Guidelines shall be modified so that permitted uses will not include retail commercial uses, and business, administration and professional office uses.

D. Public Land Use

1. General Reference -- Standards for the development of public facilities are located in the Public Services and Facilities Element. However, specific locational criteria and facilities needs for schools are not included and will be addressed in this Element.

2. School Site Criteria

Policy 21: The number and location of public elementary and secondary school facilities shall be in accordance with the following general criteria:

1. Elementary schools shall be located to serve neighborhoods and secondary schools shall be centralized to serve a larger population.
2. Elementary school sites, under this criteria of site selection, should be ten (10) net acres and planned cooperatively with the City Parks and Recreation Department. The actual school site may be less than ten (10) acres when the total school/park site equals or exceeds ten (10) acres.
3. Secondary intermediate school sites would be fifteen (15-20 net) acres depending upon educational programs and planned cooperatively with the City Parks & Recreation Department. The actual school site may be less than fifteen (15) acres when the total school/park site equals or exceeds fifteen (15) acres. High school sites should be 40-45 net acres.
4. Schools should be located in an area that is safe and easily accessible away from major street arterials.
5. Elementary schools should be master planned to accommodate approximately 400-600 students depending upon the educational program.
6. Secondary intermediate schools should be master planned to accommodate approximately 600-850 students depending upon the educational program.
7. The Board of Education will utilize mitigation funds in the development of appropriate educational facilities and related educational standards and criteria as adopted by local Boards of Education. The major thrust of the mitigation fund program is for the development of sites and facilities on the sites.
8. Special and community use of facilities shall be considered and provided for to the extent approved by the Governing Board.
9. Size, capacity, and number of buildings for initial construction shall be determined by each individual district's enrollments, both current and anticipated. Changes and/or additions may result from district revisions regarding pupil/teacher ratios and other related variables.

Policy 23: Because of acreage required, the number of new school sites needed at the high school level, specific site location and standards shall be determined through the coordination of the City and the Roseville High School District as part of the present and on-going planning and approval process.

E. Open Space Land Use

Finding: Use of property that cannot otherwise be classified by one of the major land use categories because of physical development constraints, public health and safety factors, or cultural and historical qualities, may be placed in an open space land use category that will allow either public or private use of the property depending on if such property is acquired by the City or if it is incorporated into a private development plan.

Policy 24: A land use category shall be created for designating areas as open space where development cannot or shall not occur because of physical, cultural or historical qualities. Use of such property may be public or private.

F. Floodway Land Use

Policy 25: All lands subject to flooding, according to the most accurate and current data, shall be designated as a Floodway land use, and where there is not a conflict with some reasonable and environmentally acceptable urban land use, such areas shall be designated as open space. Periodic review of conditions and data shall be made, and boundaries shall be modified, if necessary.

G. Urban Reserve Land Use:

Policy 26: An Urban Reserve land use designation shall be used for all lands where future urban expansion may occur, but such urban expansion development cannot take place in the immediate future because of unavailable utility lines, utility capacities, roadways, or public services.

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